

IMPACTS TO CONNECTICUT
IF EMPG FUNDING LIMITS PERSONNEL EXPENDITURES TO 25%

The numbers shown below are based on calculations using current salary & benefit costs and current EMPG budget amounts for the State of Connecticut in FFY 04.

1. Number of state FTE that could be lost

- A. The limitation of EMPG expenditures on salaries to 25% of the total funding would **eliminate 22 State positions, out of the 31 positions** in the State Office of Emergency Management, current EMPG FFY 04 Budget. This would be the case if the State continued to fund municipalities for Emergency Management staff at their current levels.
- B. The limitation of EMPG expenditures on salaries to 25% of the total funding, would **eliminate 16 State positions, out of the 31 positions** in the State Office of Emergency Management, current EMPG FFY 04 Budget. This would be the case if the State of Connecticut did not allow the municipalities to use the EMPG funding on salaries in FFY05.

2. Number of local FTE and part-time positions that could be lost

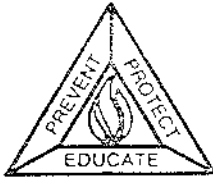
The limitation on personnel expenditures would impact and possibly eliminate up to 82 Part-Time and 12 Full-Time Municipal Emergency Management Positions.

3. Impact (anecdotal information is fine to describe capabilities lessened, full time programs reduced to part-time, etc.)

The impact of these staff reductions in Connecticut would be devastating. It would reduce total State OEM/EOC staffing from 31 positions to 9 (or possibly 15) state positions, and towns could lose up to 94 positions. In the event of an extended 24 by 7 operation, the OEM EOC positions might not be fully operational or fully staffed – and would not be able to cover all shifts with trained and experienced staff on an extended/continuous basis, at these reduced levels.

Prior to September 11, 2001, the CT EMPG budget included funding for 35 State Emergency Management positions. Post 9/11, the current FFY 04 EMPG Budget funds 31 State Emergency Management Positions – a total of 4 less positions in the Office of Emergency Management (and State Emergency Operations Center). The need for the staffing and operations of the State Emergency Management Office has certainly not been lessened in recent years. Reductions in expenditures on personnel would reduce statewide planning, coordination, preparedness assistance, response and recovery for natural and man made disasters, nuclear incidents, terrorist events, hazards and other incidents. These positions were essential in the planning, logistics, operations and 24 x 7 EOC coverage and response, during the 20 day Orange Alert Threat Level in Connecticut and across the nation that started on December 21, 2003.

In FFY 03, the towns use approximately 90% of the EMPG funding that they received to help pay for Emergency Management staff positions. The other 10% was used for communications equipment, supplies, etc. FFY03 EMPG funding covered approx. 30% of the municipal Emergency Management personnel costs in the 68 towns that participated. Connecticut has 169 Towns & Cities and 2 Tribal Nations.



DEPARTMENT OF FIRE SERVICES

Administration (203) 341-5000
Fire Marshal's Office (203) 341-5020
FAX (203) 341-5009
DENIS M. McCARTHY
Fire Chief

March 31, 2004

The Honorable Joseph Lieberman
706 Hart Office Building
Washington, DC 20510

Dear Senator Lieberman:

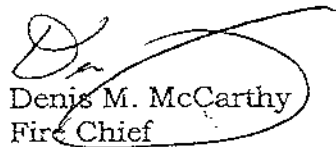
As a local Emergency Management Director I am very distressed about the proposed cuts in the Federal Emergency Management Planning Grant Program (EMPG). In particular I am concerned that the proposed 25% cap on the use of EMPG funds for salaries and the 9 million proposed reductions in funding will have a chilling effect on local emergency management activities.

The local response system is the keystone of every federal plan. I encourage you to restore the current funding system:

1. Eliminate the 25% cap on EMPG funds for personnel.
2. Restore the EMPG program to the 2003 levels of 245 million.
3. Maintain the balanced focus of EMPG programs including all hazards emergency management activities.

Thank you for your continued support of emergency management and the local emergency management professionals whose programs rely on the EMPG.

Sincerely,


Denis M. McCarthy
Fire Chief

DMM/jt

Cc: Diane Farrell, First Selectwoman
Kerry Flaherty, CT OEM

**EMPG Cap at 25 Percent for Personnel
Potential Impact for State and Local Programs**

The President's FY05 budget includes a proposal for a 25 percent cap on use of Emergency Management Performance Grant (EMPG) funding to support state and local personnel. A recent NEMA survey revealed that approximately 1,565 state level positions are funded through EMPG. At the local level, approximately 2,170 full time positions and 1,184 part-time positions are funded through EMPG. Listed below is a sampling of the number percentage of state and local emergency management positions funded in part by the EMPG program and the impact the proposal would have on state and local programs.

It is important to note that the EMPG program is not an equipment program. It requires people to build and operate the infrastructure – the nation's emergency response system. The program was created to support infrastructure capacity building and maintenance of an effective emergency response system at the state and local level.

Note: The EMPG is a 50/50 match program with a current \$245.7 million shortfall in federal funding. Many states contribute more than their 50 percent match requirement.

State	# or % of State FTE Funded by EMPG	Local FTE Funded by EMPG	Potential Impact
Alabama	35%	35-40%	Loss of local FTE & PT programs
Alaska	28 FTE	13.25 FTE	
Arizona	27 FTE	11 FTE, 21 PT	Loss of 20 state FTE Loss of 19 local FTE
Arkansas	48 FTE	77 FTE	Loss of 35 state FTE Loss of 58 local FTE
Connecticut	31 FTE	11 FTE, 76 PTE	Loss of 14 state FTE
Delaware	55 – 60%		Loss of 14 out of 28 FTE
Florida	40%		
Georgia	52.6 FTE or 39.3%		Loss of 19.1 FTE.
Idaho	40%	60%	Loss of state & local FTE
Indiana	50%	63%	Loss of local 47 FTE Loss of local 40 PTE
Iowa	34%	72 FTE	Loss of 32% state FTE 72 local programs impacted
Kansas	36.5%	55.4%	Loss of 91% of funds for personnel
Kentucky	38%	50%	Loss of 50% local programs.

Louisiana	75%	93%	Loss of state & local FTE
Maine	18 FTE	26 FTE	Loss of all local programs Loss of 50% state FTE
Michigan	44%	90%	Loss of 18 state FTE Loss of all but 10-12 local prog.
Minnesota	71%	75%	Loss of personnel on state/local level
Mississippi	75%	95%	Loss of local programs
Missouri	40 FTE	60 FTE, 78 PTE	Loss of 28 state FTE Loss of 42 local FTE Loss of 55 local PTE
New Mexico	30%	80%	Loss of 1/3 state FTE Loss of 35 local FTE
North Dakota	19 FTE	7 FTE, 50 PTE	Loss of 20% state FTE Loss of 70% local FTE
South Carolina	45%	51%	Loss of majority of local programs. Loss of 25% state FTE
South Dakota	17 FTE	60%	Loss of 12 FT programs. to PT Loss of 35 PT programs Loss of some state FTE
Utah	30%	50%	Loss of many local programs
Virgin Islands	10 FTE		Loss of 7 FTE
Wyoming	40%	60%	

NATIONAL EMERGENCY MANAGEMENT ASSOCIATION
LEGISLATIVE COMMITTEE
POSITION PAPER

Date: February 11, 2004

Subject: The President's FY05 Budget Request to Congress proposes a 25 percent cap on the use of funds through the Emergency Management Performance Grant Program (EMPG) to support personnel; that EMPG funding be reduced by \$9 million; and that the program's all hazards emphasis on emergency preparedness be shifted towards terrorism.

Discussion:

The Emergency Management Performance Grant Program (EMPG) is the single all hazards emergency preparedness grant program in support of capacity building at the state and local level. EMPG funds support the state and local foundation upon which our nation's emergency response system is built. The program supports state and local initiatives for planning, training, exercise, public education, command and control, as well as emergency operations personnel. *The emergency management function is that which coordinates all aspects of state and local emergency response, to include providing critical resources and support to first responders, and effectively integrating federal response assets and resources when needed.*

The President's FY05 Budget Request proposes a 25 percent cap on the use of EMPG funds for personnel. This single proposal will devastate state and local emergency management programs, and consequently the nation's emergency response system. NEMA conducted an EMPG survey in late 2003 with 47 states responding. The survey revealed that approximately 1,522 or 42.9% of state level positions are supported in part by EMPG funds. At the local level, 2,174 full-time positions and 1,146 part-time positions are supported by the EMPG program. States are reporting to NEMA potential losses of up to 60 percent of their emergency management staff should this arbitrary cap be imposed. Without adequate numbers of state and local personnel to operate the emergency management system, the infrastructure used to prevent, prepare for, respond to and recover from all disasters and emergencies will collapse.

Congress recognized the important and appropriate use of EMPG funds to support state and local emergency personnel by including specific language in the FY04 DHS appropriations bill stating: *"EMPG is the backbone of the nation's emergency management system, builds state and local emergency management capability, is the foundation for first responder activities, and because this important activity has been severely underfunded for many years. Now more than ever, the planning activities carried out in this program are of utmost importance. "The conferees agree that EMPG shall remain in the Emergency Preparedness and Response Directorate where the focus is an all-hazards approach to emergency management. In addition, the conferees direct the continuation of funding personnel expenses, as stated in both the House and Senate reports."*

The President's FY05 budget request also recommends a reduction of \$9 million in the EMPG Program. The 2003 NEMA survey revealed a \$245 million shortfall in the EMPG program. The EMPG program was created by Congress to be a 50/50 federal and state match program; however, it is states that are contributing more than their share. The growing shortfall has caused many states to appropriate additional EMPG type funds out of their own pockets to support local programs. The current fiscal crisis that most states continue to experience makes it impossible for them to increase their cost share, particularly when they are already overmatching the EMPG program. Reductions in funding and limits on use of funds for personnel effectively mean that the federal government will be forced to respond to disasters more frequently and at a higher cost, than if strong state and local emergency

management programs remained in place. This is not a budget savings to the federal government and is not in the best interest of the nation.

The President's FY05 budget request suggests that terrorism should be emphasized in the EMPG program, thereby suggesting that preparedness efforts for hazardous materials releases, winter storms, floods, hurricanes, tornadoes, wildfires, earthquakes and other natural hazards should be deemphasized. The nation must balance its preparedness efforts to appropriately integrate terrorism, but not to the detriment or exclusion of the existing national emergency response system that supports day-to-day public safety needs. Last year, there were 56 major disaster declarations, 19 emergency declarations and 46 fire suppression authorizations. On a daily basis, our nation's homeland security staff is the same staff that responds to terrorism. EMPG ensures that the terrorism specific tasks for emergency management are handled, as well as the daily threats. Furthermore, Homeland Security Presidential Directive 8 calls for, "to the extent permitted by law, federal preparedness assistance will be predicated on the adoption of statewide comprehensive all-hazards preparedness strategies."

In summary, the Department of Homeland Security was intended by Congress to be an agency with an all hazards focus, yet the Administration's budget request and most of the national strategies, plans and guidance documents issued by the department are focused on terrorism without regard for maintaining our existing emergency management system. NEMA supported the creation of DHS and was one of the first national organizations in the country to issue the call for terrorism preparedness well before the attacks of September 11, 2001. A balance must be established between the need for day-to-day public safety programs and building homeland security systems, which should be mutually supportive.

Recommendations:

The National Emergency Management Association (NEMA) recommends the following regarding the Emergency Management Performance Grant (EMPG) Program:

1. The proposal in the President's FY05 budget request for a 25 percent cap on the use of EMPG funds for personnel should be eliminated.
2. In order to address the current \$245 million EMPG funding shortfall, EMPG should be funded at a minimum of \$430 million in FY05 (retain the \$185M appropriation from FY04 plus \$245M to address current shortfall).
3. The EMPG program must retain its focus on all hazards emergency preparedness in order to appropriately balance capacity building for natural and manmade disasters, and terrorism.

Moved: Virgin Islands
Second: Rhode Island

DISPOSITION: Unanimously Approved

Authenticated: _____

NEMA Secretary

NEMA 2004 Mid-Year Conference, February 10-13, 2004, Washington, DC

EDWARD F. JACOBY, JR.
PRESIDENT, NATIONAL EMERGENCY MANAGEMENT ASSOCIATION
AND DIRECTOR, NEW YORK STATE EMERGENCY MANAGEMENT OFFICE

STATEMENT FOR THE RECORD
APPROPRIATIONS FOR THE FEDERAL EMERGENCY MANAGEMENT AGENCY FOR FISCAL YEAR
2005

THE UNITED STATES HOUSE OF REPRESENTATIVES APPROPRIATIONS SUBCOMMITTEE ON
HOMELAND SECURITY

APRIL 9, 2004

Introduction

Thank you Chairman Rogers, Ranking Member Sabo, and distinguished members of the Committee for allowing me the opportunity to provide you with a statement for the record on the Department of Homeland Security (DHS) fiscal year 2004 budget. I am Edward F. Jacoby, Jr., President of the National Emergency Management Association and Director of the New York State Emergency Management Office. In my statement, I am representing the National Emergency Management Association (NEMA), whose members are the state emergency management directors in the 50 states and the U.S. territories. NEMA's members are responsible to their governors for emergency preparedness, homeland security, mitigation, response, and recovery activities for natural, man-made, and terrorist caused disasters.

At this time, the Department of Homeland Security has been in place for over a year and the state of emergency management in our nation is of grave concern. Each day, state and local governments are responding to natural and man-made disasters, the *threat* of terrorism remains elevated while fortunately, *actual* terrorism incidents remain sporadic on U.S. soil. The multi-hazards emergency system continues to be the means to practice and exercise for devastating acts of terrorism, while at the same time preparing the nation for hurricanes, tornadoes, hazardous materials spills, and floods. Yet, all-hazards preparedness may be a thing of the past as more focus is being placed on terrorism. We must ensure that our capability to deal with many hazards, including terrorism remains intact and that we do not shift our focus to preparedness for a single peril.

The capability to coordinate an effective response to an event does not change by the type of disaster. The all-hazards approach relies upon the maintenance of plans, trained personnel to carry them out, and supporting infrastructure in the form of emergency operations facilities with inter-operable communications. We must continue this approach in practicing and exercising for devastating acts of terrorism, as well as day-to-day emergencies. We cannot afford to lose the system we have in place to deal with all disasters in order to build new infrastructure for homeland security's sake.

The Department of Homeland Security budget provides critical support to state and local emergency management programs through actual dollars, grants, and program support. This year, NEMA would like to address three main issues with the proposed federal budget for Department of Homeland Security.

1. Extreme concern for the 25 percent cap on personnel use and the cut to the Emergency Management Performance Grant (EMPG) program;
2. Support for continuing and enhancing the Homeland Security Grants, which must be coordinated and managed through the states; and,
3. Concern about the reduced formula for the post-disaster Hazard Mitigation Grant Program (HMGP).

EMERGENCY MANAGEMENT INFRASTRUCTURE FUNDING

The Emergency Management Performance Grant (EMPG) is the single all-hazards emergency preparedness grant program in support of capacity building at the state and local level. While the state and local government partnership with the federal government to ensure preparedness dates back to the civil defense era, increased responsibilities over the last decade have fallen on state and local governments. With the recent expanded focus on terrorism and the increased demands of the federal government to assist in the National Strategy for Homeland Security, EMPG is the vital source of funding to assist state and local governments in ensuring that the infrastructure is in place to address all of the traditional hazards that threaten communities – including terrorism.

More than any other intergovernmental program, emergency management and disaster response are a joint and shared responsibility among all levels of government. The increase or decrease in resources for one level has a direct impact on the other partners. For example, a decrease in the capability of local governments to respond to any disaster automatically passes the burden of cost and long-term redevelopment activities to the state, and then to the federal government. Unfortunately, the consequences of such policies are much more significant in terms of the effects of disasters on our citizens and communities. The inability to respond to life-threatening emergencies by the local government can not be replaced by efforts at the state and

federal levels. Likewise, the basic elements of comprehensive emergency preparedness cannot be replaced by narrow program funding for homeland security efforts.

The President's budget proposal will have a devastating impact on the nation's emergency management system at the same time that responsibilities are increasing for new and emerging hazards. The proposal decreases funding for the EMPG program by \$9 million, increases the focus on terrorism, and most destructively, the proposal imposes a 25 percent cap on personnel uses of the EMPG grants. Over the last two years, Congress has affirmed the importance of EMPG in appropriations bills in language addressing the significance of the program and increased the levels of funding for the program twice. Prior to these increases in fiscal year 2003 and 2004, the program had been straight lined for over a decade. NEMA is appreciative of Congress' recognition of the EMPG program, but this year we respectfully ask that Congress not only address the programs shortfalls, but maintain the EMPG multi-hazard approach and the program's flexibility to be used for personnel without arbitrary constraints.

EMPG is the only all-hazards program that state and local governments can use to build their emergency management capacity. The grants can be used for personnel, planning, training, exercises, warning systems, emergency operations centers, public outreach, and interagency coordination. EMPG is a flexible program that allows state and local governments to tailor funds to address the specific risks and needs of their jurisdiction. While it is called a grant, EMPG is really a cost-share system which ties together the emergency management system of local, state, and federal governments. EMPG's modest federal increases in 2003 and 2004 helped the program grow, but the program continues to be funded at greater levels by state and local governments. States are continuing to increase their out of pocket costs in order to ensure there is adequate funding for local programs. In fact, a 2004 NEMA study found that there is approximately a \$245.9 million shortfall in EMPG for all 50 states. This means that many communities that would like to implement a full-time, professional emergency management capability cannot do so because of shortfalls in federal funding. Further, EMPG is primarily used as a pass-through program for local governments, so the shortfall affects our smallest localities that are often those most in need of emergency preparedness planning.

Changing the focus of the program to terrorism could severely hamper the ability of state and local government capabilities to respond to a wide range of events with a higher likelihood of occurring such as natural disasters, non-traditional disasters like the Columbia Space Shuttle explosion, Mad Cow disease, West Nile virus, civil unrest, and hazardous material incidents. An increased homeland security focus must be viewed as an *enhancement* to our basic emergency management capacity. Success in building vigorous and robust capabilities for homeland security will be sabotaged by taking away the basic building blocks of the emergency management system. While terrorism is a major focus at this time, we must balance preparedness efforts by integrating terrorism as one of the many threats facing our nation, rather than the current approach of making all other preparedness efforts a subset of terrorism. Further, Homeland Security Presidential Directive 8 states that, "to the extent permitted by law, federal preparedness assistance will be predicated on the adoption of statewide comprehensive all-hazards preparedness strategies." The all-hazards approach cannot be dismissed based upon the assumption that one threat is greater and more significant than the other. After all, no one really has a crystal ball to predict what the next disaster or emergency may be. However, last year there were no terrorism disaster declarations and 56 major disaster declarations, 19 emergency declarations, and 46 fire suppressions declarations. Our system for day-to-day public safety and homeland security must be mutually supportive and nimble enough to address any hazard.

The most significant attack on the way that emergency management functions in this country is the proposal to cap personnel costs for EMPG at 25 percent. The cap will result in immediate, near-term and long-term degradations in the nation's ability to effectively address emergencies and disasters. Citizens and communities that handled emergencies locally may no longer be able to do so and the responsibility and costs will be passed to the next higher level of government. But the costs will be greater, more frequent, and more dramatic. A 2003 NEMA survey on EMPG found that 1,565.5 or 42.9 percent of state level full time positions are supported in part by EMPG funds. Eighty-three part-time state emergency management personnel are funded in part or entirely with EMPG funds. At the local level, 2,172 full-time positions and 1,184 part-time positions are supported by EMPG. States are reporting to NEMA potential losses of up to 60 percent of their emergency management personnel should this arbitrary cap be imposed. A snap-shot of the impact in Kentucky shows that the cap could cost the state emergency management agency function 6 to 12 full-time employees and there could be a loss of emergency management programs in 90 counties. In Minnesota, the cap could cost the state 13 full-time employees from emergency management and 66 full-time employees in local positions for emergency management. While the Administration explains that this measure would allow for more training and exercises, we find it hard to understand how extra training and exercises could be accomplished with less man-power. Emergency management personnel, particularly at the local level, provide the coordination function for all disaster and

emergency response. How can we expect the response to terrorism to be effective and efficient without proper coordination among responders?

The federal government must continue the commitment to ensuring national security through all-hazard preparedness. Without adequate numbers of state and local personnel to operate the all-hazards emergency management system, the infrastructure used to prevent, prepare for, respond to, and recover from all disasters will collapse. Congress must affirm the intent of the program and also ensure predictable funding levels for the program.

HOMELAND SECURITY GRANT PROGRAM

Congress has made significant attempts to ensure that the Homeland Security Grant Program is streamlined and provides greater flexibility. We appreciate the attention and funding that the Congress has given to ensuring emergency responders are adequately prepared for domestic terrorism threats. Emergency responders are better prepared today to face the various threats associated with terrorism because of the federal commitment to address the war on terrorism that is being played out in our states, cities, and towns. States continue to take an all-hazards approach to disaster preparedness as we have integrated our domestic preparedness efforts into the proven systems we already use for dealing with both man-made and natural disasters.

Funding Levels

This year, we are concerned about the President's budget proposal for homeland security that would cut over \$600 million in funding that has been dedicated to improving emergency responder preparedness for homeland security. The federal government must maintain its commitment to ensure that homeland security preparedness continues and the Constitutional responsibility to maintain a national defense is not compromised. Continuity of effort can only be maintained by state and local governments with adequate federal support, especially when it deals with the front line emergency responders. Reductions in funding will immediately be translated into reductions in prevention, protection, and preparedness activities. We cannot afford to lose the strides that we have already made in protecting our country by limiting funding, where more is still necessary to achieve the objectives in the National Strategy for Homeland Security. The funding level must be appropriately increased to address areas where shortfalls exist. Further, continued or increased funding should not take away from traditional all-hazards capacity building programs for public safety, public health, and emergency management.

One Stop Shop for Grants Information

The Congressionally created and appointed Advisory Panel to Assess Domestic Response Capabilities for Terrorism Involving Weapons of Mass Destruction (known as the Gilmore Commission) initially said a "Federal focal point and 'clearinghouse' for related preparedness information and for directing state and local entities to appropriate Federal agencies is needed," in their first report to Congress on December 15, 1999. NEMA affirmed the notion of a single visible point of contact and coordination of information for state and local governments in the August 25, 2000 Resolution on States' Principles for a National Domestic Preparedness Strategy.

Congressional Legislation to Simplify the Grants Process

As Congress considers legislation to address and reform the Homeland Security Grants, we ask that you take NEMA's suggestions into consideration. The suggestions include the following:

- All efforts to increase emergency management capacity must be coordinated through the states to ensure harmonization with the state emergency operations plan, ensure equitable distribution of resources, and to synthesize resources for intra-state and inter-state mutual aid. Also, the Stafford Act, which governs the way disaster assistance is allocated, successfully uses states and Governors as the managers of federal disaster relief funds for local governments, which can become overwhelmed and in need of assistance when disasters occur.
- States understand the need to get funding quickly to the first responders and have long coordinated statewide and regionally to ensure adequate state assistance to local governments for emergency preparedness and response;
- Each state must have a base minimum level of funding to ensure the capacity to respond to any event. Such capacity is necessary for homeland security because of the changing nature of the threat and also because of the importance our emergency system places on mutual aid to respond to events;
- Traditional emergency management capacity building programs like EMPG must be continued as separate and distinct from the homeland security grants programs;
- Duplicative requirements in the grants process must be eliminated and flexibility in the use of the grants must be enhanced; and

- Federal streamlining is necessary to consolidate the federal grant application process for homeland security funds in order to ensure that funding can be provided faster to first responders. The current application submission, review, and approval process is lengthy and should be reviewed for efficiency.

Fiscal Conditions and Match Requirements

Further, because the war on terrorism is a national emergency and states and local governments continue to be in the toughest fiscal situations since the deep recession in the early 1980s, we must be wary of programs that would require significant matches. In fact, for local governments to meet the match would be even more difficult given their fiscal constraints. If a significant match is required, the application of this initiative will only go to those agencies and governments that can fiscally afford the match and not necessarily where the need is greatest. If a match is necessary, we would suggest that the match be non-fiscal or in the form of a deliverable as opposed to soft or hard dollars. We also recommend continuation of the current match requirements for Emergency Operations Centers enhancements of 75 percent federal and 25 percent state and local. Waivers may be a way for the Federal government to also address the lack of capital for a match when state and local governments are experiencing fiscal distress.

Flexibility for Personnel to Manage the Program

Greater flexibility to use some of the first responder grants for personnel both at the state and local level to manage the programs is critical to completing the preparedness mission. As an existing funding stream, EMPG is used in part to fund state and local staff to manage critical programs including the homeland security grants. The First Responder Grants should recognize that personnel are necessary to manage these programs, particularly when rigid deadlines are set for obligating millions of dollars and accountability is paramount. State and local government, emergency management, and responder organizations are already working at a maximum capacity within existing resources and need federal support for more than the purchase of equipment. Flexibility based on strategic approaches should be the norm, not single-issue, narrowly focused grants.

Standards and Strategy

NEMA has long supported the development of standards to ensure interoperability of equipment, communications, and training across state, regional, and local jurisdictions. In terms of establishing voluntary minimum standards for the terrorism preparedness programs of state and local governments, NEMA offers itself as a resource in this area. Our organization, along with other stakeholder groups such as the Federal Emergency Management Agency, International Association of Emergency Managers, National Governors' Association, National Association of Counties, International Association of Fire Chiefs, and others, has developed and implemented the Emergency Management Accreditation Program (EMAP). EMAP is a voluntary standards and accreditation program for state and local emergency management that is based on NFPA (National Fire Protection Association) 1600 "Standard for Disaster/Emergency Management and Business Continuity Operations" (an ANSI or American National Standards Institute approved standard) and FEMA's Capability Assessment of Readiness (CAR). EMAP is currently conducting baseline capability assessments of all states, some of which are pursuing accreditation in conjunction with this initial assessment. The State of Florida and the District of Columbia were granted accreditation through the program. NEMA suggests that these standards already being collaboratively developed through EMAP be considered in the development of minimum standards for training, exercises and equipment. The EMAP baseline capability assessment process should also be considered as a model when considering changes or refinements to other assessment processes conducted by the Department of Homeland Security.

Further, NEMA has called for a long-term strategy for our nation's homeland security that becomes the "roadmap" for the future of our nation on homeland security. Such an effort must define the "new normalcy" and also address what state and local governments must accomplish in order to be prepared for a homeland security event. NEMA sees a role for the Gilmore Commission or a similar body to undertake the development of such a National Long-Term Strategy for Homeland Security. Such an effort must include input from state and local stakeholders.

HAZARD MITIGATION GRANT PROGRAM & PREDISASTER MITIGATION

NEMA supports efforts by the Congress and the Administration to continue both pre- and post-disaster mitigation activities. The two-pronged effort can help to address federal costs towards disasters, because both programs can help to lower overall disaster costs. NEMA calls on Congress to reauthorize the predisaster mitigation program before December 31, 2004 and to also restore the post-disaster Hazard Mitigation Grant Program (HMGP) formula to 15 percent.

Effective February 20, 2003, Congress changed the formula for post-disaster mitigation grants from 15 percent to 7.5 percent. This change limits the availability of funds for post-disaster mitigation and prevents the lessons learned from disasters from being immediately incorporated into mitigation projects to prevent losses of life and destruction of property. As a result, state governments no longer can offer property buy-outs or other mitigation measures to as many disaster victims. The months immediately following disasters provide unique opportunities to efficiently incorporate risk reduction measures in a very cost-effective manner, in many cases lowering the overall cost of the project by leveraging other funding sources including insurance settlements. We ask that you restore the formula to 15 percent this year in order to address mitigation needs.

Some of the most vivid examples of projects that were not funded in fiscal year 2003 because of the formula reduction include HMGP projects from recent disasters. These properties and projects will remain vulnerable with continued risk in future disasters. Some of these include:

- 3 acquisitions, 7 elevations, and 7 flood proofing projects for properties flooded during Hurricane Isabel and Tropical Storm Henri in Delaware;
- 3 outdoor warning siren proposals, one acquisition project for 18 structures, and one stormwater handling system improvement project as a result of a flood declaration in Kentucky;
- over 88 families who were flood victims remain untouched by post-disaster mitigation in West Virginia because of the formula change; and
- over \$18.5 million in projects resulting from Hurricane Isabel will remain unfunded in Maryland as a result of the lack of post-disaster funds.

The HMGP has proven to be a highly effective tool in steering communities toward risk reduction measures, in many cases breaking repetitive loss cycles that have cost other federal disaster relief programs multiple times. Cost-benefit analysis is currently a requirement for pre-disaster mitigation programs. We must not lose these opportunities to initiate projects to enhance our communities and reduce future disaster costs.

EMERGENCY OPERATIONS CENTERS

In fiscal year 2002, \$56 million was appropriated to the Federal Emergency Management Agency to address Emergency Operations Centers (EOCs) improvements. EOCs are the coordination point for state and local government in the response and recovery of any disaster or incident. After September 11, 2001, NEMA's members saw an implicit and urgent need to upgrade the nation's emergency infrastructure and to make it more redundant. After all, the New York City EOC was destroyed on that very day as it stood within the World Trade Center 7 Complex. The coordinated response effort of the NY State Emergency Management Office and the NY Office of Emergency Management was later moved to Pier 92 in New York City as a temporary EOC. However, losing the NYC EOC provided a valuable lesson to be learned by all states and localities on redundancy. The \$56 million was allocated to states to begin the planning process to assess necessary infrastructure and security improvements and security measures to be taken. Since then no dedicated federal funding has been provided for the implementation of these plans. Many state and local facilities are out of date; do not have the interoperable technology to coordinate with the federal government or among state and local levels; and lack adequate security features. Federal assistance is necessary to match state and local commitments to upgrade their EOCs as an integral part of the nation's emergency response system. According to a 2003 NEMA survey, it is projected more than \$1.6 billion will be needed to construct and maintain state and local primary and alternate EOCs over the next two to five years. This includes the costs to consistently upgrade equipment and software, train personnel, and conduct operations during emergency and non-emergency situations.

CONCLUSION

As we continue to build national preparedness efforts through the Department of Homeland Security, we must not forget about the multi-hazard approach to incident management and the role it plays in preventing the loss of life and devastation to our communities on a daily basis. We must be prudent and thoughtful in addressing homeland security enhancements to our existing emergency preparedness and response system. In this year's appropriations process Congress will make critical decisions that shape the future of emergency management in this country. As you begin your consideration, we ask you to recognize the importance of the EMPG program in building capacity through people at the state and local level. I thank you for the opportunity to testify on behalf of NEMA and appreciate your partnership.